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MANAGEMENT AUDIT

of the

DEPARTMENT OF ANIMAL REGULATION

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by

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TABLE OF CONTENTS

	<u>PAGE</u>
INTRODUCTION	1
SUMMARY	2
RECOMMENDATIONS	4
FINDINGS AND EVALUATION	8
General Manager - Commission Relationship	8
Enforcement Orientation of Department	9
Management and Administrative Organization	9
Field Operations	11
Animal Licensing Activities	21
Animal Shelters	24
Volunteers	26
Spay and Neuter Clinic Program	26
Public Health Aspects of Dog Control	32
Permit Fees	33
Vehicles	34
Affirmative Action	34
SUPPLEMENT	
Other Findings and Recommendations	S-1
ORGANIZATIONAL EXHIBITS A-C	

INTRODUCTION

This is the third Management Audit of the Department of Animal Regulation. The last audit was completed in 1971.

The Department of Animal Regulation enforces State laws and City ordinances regulating the care, custody, control, and prevention of cruelty to all animals within the City. It operates and maintains animal shelters, which act as a central clearing agency for lost, found, and unwanted animals. The Department inspects and issues permits to establishments which work with or deal in animals; i.e., medical research laboratories, pet shops, and kennels, and issues dog licenses and collects dog license fees. It carries on a continuous rabies control program and, in cooperation with the Southern California Veterinary Medical Association, conducts rabies immunization clinics for dogs. Spay and Neuter Clinics are operated at three shelters.

The legal basis for duties and operations of the Department of Animal Regulation is defined in City Charter Section 155, and in Division 22, Chapter 1, of the Administrative Code.


The 1977-78 Budget provides for 192 regular positions and total funding in the amount of \$3,065,029.

The Federally funded employment programs have provided considerable personnel augmentation in recent years. The ability of the Department to maintain the current level of service would be reduced to an undetermined degree if funding for such programs were curtailed. In addition, the Department also receives much valuable support from volunteers.

Specifically excluded from the audit was the Department's automated Animal Licensing System in view of the 1976 systems audit which addressed this subject directly.

The City Administrative Officer appreciates the cooperation and assistance received from employees at all levels of the Department.

The findings and recommendations of the audit have been reviewed by the General Manager and he has concurred with the majority. However, he has expressed disagreement with the following specific recommendations: 1b-c, 3, 5a-c, 20a, and 22b.



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SUMMARY

The effectiveness of the Department is lessened as a result of the lack of rapport between the General Manager and the advisory Board of Animal Regulation Commissioners. This condition, together with other factors, contributes to a lowering of employee morale. It is imperative that a positive relationship be established at the earliest date in order that the City's animal regulation function may be advanced in a unified cooperative manner.

The Department carries out its responsibilities with a strong law enforcement emphasis. Uniformed field personnel have the authority to cite and arrest for violations of specific regulations relating to the care, treatment and impoundment of animals. Public perception of the City's animal regulation function is influenced by this enforcement orientation.

The audit revealed inadequate direction and control of the Department's field operations. Some operating practices vary among the geographic districts. There has been insufficient analysis by the Department to determine how operations can be conducted in the most efficient manner. A top-level reorganization is proposed to address this problem, including a new position of Director of Field Operations which is financed in the 1977-78 Budget.

A number of recommendations are made to improve field operations. These include (1) a plan to realign the responsibilities of supervisors at the District level with Senior Animal Control Officers and Senior Animal License Inspectors spending more time in the field; (2) several proposals to increase the amount of Animal Control Officer time available for direct field enforcement activity, (3) improved statistical reporting procedures on district operations to enable management to readily identify staffing and productivity problems and take corrective action, and (4) a uniform procedure for responding to leash law violation complaints.

It is proposed that the animal shelters be kept open until 7:00 p.m. each weekday to give people who work during the day the additional opportunity to check the shelters for their missing pets and increase the probability that some pets now destroyed might be redeemed. Additional staffing should not be required to implement this proposal.

It is projected that the present holding capacity of the six existing animal shelters will adequately serve the needs of the Department for the foreseeable future. This fact should be taken into consideration when planning for new or improved facilities. Holding capacity can be further increased by putting animals up for adoption sooner than is done at the present time.

During the course of this audit the Department has decentralized the animal licensing function to the District level. Our findings support this decentralization, which should result in improved supervision and better coverage of the City.

The Department's Spay and Neuter Program began in 1971 on a pilot basis. It has subsequently been expanded and there are now three clinics. The effect of the program on the pet over-population problem is difficult to determine, but it is generally believed to have had a beneficial effect. Better training for clinic personnel is needed to improve productivity. It is recommended that each clinic be established as a separate cost center. Future cost analyses and fee adjustments should be based on optimal program capacity and the degree of difficulty of the surgeries being performed.

The Humane Society of the United States has reported that animal bites, fecal contamination, and disease transmission make animal regulation one of the top public health problems in this country. The General Manager should propose legislation to require dog owners to clean up after their pets, and to prohibit dogs from designated recreational areas such as has already been done at the City beaches.

Animal regulation permit fees are not related to the actual cost of servicing the respective permits. A suggestion is made to address this problem.

The number of animal collection trucks which the Department maintains is not based on actual requirements and appears excessive. The number of passenger vehicles can be reduced.

The Department is making good progress with its Affirmative Action Program.

RECOMMENDATIONS

It is recommended that the General Manager:

1. a. Reorganize the Department so there will be a position exclusively responsible for field operations reporting directly to the General Manager (Note: The 1977-78 Budget includes funding for such a position.);
- b. Implement the Interim Organization described in this report until such time as the position of Executive Officer is vacated; and
- c. Ultimately implement the Proposed Future Organization whereby the heads of Field Operations, Administrative Services, Veterinary Services, and Public Information would report directly to the General Manager.
2. a. Assign each District Supervisor II responsibility for all animal care and control and licensing activities within a district, and for directly supervising the District Supervisor I, the Senior Animal Control Officers and the animal control function.
- b. Assign each District Supervisor I direct responsibility for supervising the field licensing function, office staff and kennel personnel.
- c. Assign each Senior Animal Control Officer and Senior License Inspector to spend most of their time away from the shelter and in the field supervising, training and performing the more difficult aspects of their respective functions.
3. Adjust the staffing level for Animal Control officers at each district in a manner similar to that described in this report.
4. Meet with the Director of the County's Department of Animal Control to determine which geographic areas of either jurisdiction may be better served by the other under a service exchange agreement, and prepare a report to the Mayor with findings and recommendations as appropriate.
5. a. Schedule one Animal Control Officer to act as duty officer/dispatcher for the entire Department during the evening (swing) shift and Sunday day shift.

- b. Utilize telephone answering equipment and City Hall operators to eliminate the need for one of the two Animal Control Officers at each shelter on these shifts.
 - c. Use the man hours saved in b (above) to increase field enforcement during daylight hours.
- 6.
- a. Assign all Animal Control Officers to perform wildlife control work in their assigned areas, unless there is a situation which requires the special expertise of one of the Officers currently designated as "Wildlife Officer".
 - b. Assign the two Animal Control Officers now assigned exclusively to perform wildlife control work to perform regular animal control duties, and to perform wildlife work as a secondary assignment when specific wildlife expertise is required.
7. Issue a policy directive requiring all shelters to send a form letter response on the first stray dog complaint when an address is available, and dispatch personnel in such cases only when subsequent complaints occur with respect to the same address.
8. Prepare periodic analyses to compare activity in each of the districts by showing for selected work units: total number of units, total man-hours, and man-hours per unit for the current period and year-to-date; and take appropriate action where staffing or other adjustments are indicated.
- 9.
- a. Take specific action to improve the Department's safety program with the assistance of the Personnel Department.
 - b. Give increased emphasis to reducing Department sick time usage, and establish procedures to verify that supervisors are counseling employees and requiring justification from doctors when frequent or long absences occur.
10. Develop and submit proposals to the Mayor to alleviate the high rate of personnel turnover in the animal control function.
11. Continue the decentralization of the field animal licensing function as discussed in this report.

12. Adopt the Animal Control Officer uniform for all field licensing personnel including supervisors.
13. Review the method of selling licenses at the City-sponsored rabies clinics and report to the Mayor with recommendations for increasing the number of licenses sold to clinic participants.
14. Keep animal shelters open to the public until 7:00 p.m. weekdays to increase the potential for the redemption and sale of animals.
15. Permit adoption of dogs without traceable identification on the fourth day of impoundment.
16. Together with the President of the Volunteer Services to Animals, develop and disseminate written guidelines delineating the specific responsibilities of volunteers and shelter personnel to increase overall effectiveness and cooperation between these two vital services.
17. Instruct the Chief Veterinarian to:
 - a. Insure that the Department's standardized procedures for the operation of the spay and neuter clinics are being followed at each of the clinics.
 - b. Develop procedures for new veterinarians with the City and provide on-the-job training in specific techniques which will expedite service within the standards acceptable to the Chief Veterinarian.
18. Study the cost effectiveness of each spay and neuter clinic, including the utilization of the Eleventh Avenue Clinic, and present findings to the Mayor with recommendations for improvement.
19. Base future cost analyses and fee adjustments for the Spay and Neuter Program on optimal program capacity and the degree of difficulty inherent in the surgeries being performed.
20.
 - a. Propose City legislation to require dog owners to clean-up after their pets in all cases.
 - b. In cooperation with the Department of Recreation and Parks, propose specific legislation prohibiting dogs from designated recreational areas where the public congregates.

FINDINGS AND EVALUATION

GENERAL MANAGER - COMMISSION RELATIONSHIP

The City Charter provides that the Department of Animal Regulation be headed by a General Manager and that an advisory Board of Commissioners be appointed. The Mayor appoints both the General Manager and the citizen Commission. The manager is under no legal obligation to implement the proposals of an advisory board; however, there is an implied obligation under such a relationship to listen to good faith proposals. If the relationship between board and manager is not a cooperative one based on mutual trust, then the department, City government and the residents of the City are not well served.

During the course of this audit, the Team was advised by both the General Manager and members of the Commission of their dissatisfaction over the inability to come to unified positions on a number of important issues confronting the Department. As a consequence, there have been instances before Council committees and in the budget formulation process when opposing testimony has been given by Department representatives and the Board. This problem should be addressed as a priority matter to ensure the development of a positive relationship between the General Manager and Commission.

During the final stages of the audit, this matter was discussed separately with the General Manager and the Board President who acknowledged that there has been some effort expended to improve communications. Although this appears to be a positive indication, there remain somewhat differing perceptions of the level of cooperation required to permit both Manager and Board to function effectively.

ENFORCEMENT ORIENTATION OF DEPARTMENT

In the course of the audit, the Team observed a pronounced emphasis on the law enforcement aspects of animal regulation. Department field personnel engaged in animal control and licensing activities are public officers with legal authority to cite and make arrests for violations of state and local laws relating to the care, treatment and impoundment of animals.

The Department has developed a para-military character in furtherance of the law enforcement responsibilities assigned to it. Officers and Inspectors wear deputy sheriff and police uniforms, respectively, and carry handcuffs. Firearms are carried in animal collection vehicles. Operating and administrative procedures cover a wide variety of subjects, and failure to follow a Department procedure may subject an employee to disciplinary as well as legal action.

Observation of the animal control function as performed by other local jurisdictions in surrounding areas revealed a lesser commitment to the enforcement posture. Generally, it appears that the primary difference between the City's program and the others observed is not in the methodology or techniques employed; it is, more specifically, a matter of which aspects of the program are emphasized. The para-military orientation may or may not be necessary and advantageous to realization of the City's animal regulation objectives; it is a subjective issue that is difficult to assess. However, the fact that it exists and influences employee morale and the public's perception of the Department merits inclusion in this report.

MANAGEMENT AND ADMINISTRATIVE ORGANIZATION

The Audit Team found indications of a lack of adequate management direction and control over District operations. In some instances, personnel have not been utilized in the most efficient manner. Various practices are not uniformly followed and there has been insufficient analysis to determine how operations can be improved. Field operations, the Spay and Neuter Program, Licensing, and other activities have suffered as a result of such indications.

As detailed elsewhere in this report and the attached supplement entitled Other Findings and Recommendations, there are inconsistencies of approach evident in various aspects of the field operation. The following examples are illustrative of this point:

- a) The use of form letters in lieu of direct contact as the initial response to leash law violations when an address is known and officers are not available;

- b) The less frequent canvassing of low-income neighborhoods for unlicensed pets;
- c) The unloading and cleaning of animal collection vehicles; and
- d) The attention given to animals at the Harbor Shelter.

The Executive Officer is organizationally responsible for supervising both field operations and administrative support activities. Based on the findings described later in this report, a top level reorganization is needed to focus more attention on the supervision of field operations. A position requiring experience in the supervision of animal control and licensing activities is recommended.

Under the present organization, the District Supervisors as well as the respective heads of the Veterinary Services, License Enforcement, Administrative Services and Educational Services Units report to the Executive Officer. The current organizational structure appears as Exhibit A.

It is proposed that a reorganization be accomplished in two phases. The first phase, referred to as the Proposed Interim Organization, appears as Exhibit B and involves the following modifications:

- * Creation of a new position to head the Field Operations activity, tentatively identified as Director of Field Operations, reporting directly to the General Manager. (Note: A position with this title has been funded in the Department's 1977-78 budget.)
- * Limiting the Executive Officer's responsibility to supervision of Administrative Services, Veterinary Services, Public Information, and Special Projects Coordination.
- * Freezing the positions of Executive Officer and Special Projects Coordinator so they will not be filled when vacated. (Note: This action has been taken in connection with the 1977-78 Departmental Personnel Ordinance.)
- * Assigning the two Senior Animal Control Officers now serving as Adjutant and Training Officer to field duty and reassigning their present duties to other headquarters personnel. (These positions were originally budgeted for field assignment.)
- * Assigning the Special Projects Coordinator responsibility for Training and Manual Coordination.
- * Assigning the Senior Public Relations Representative responsibility for Humane Education and Volunteer Coordination

and having that position report to the Executive Officer instead of the General Manager.

The ultimate structure, designated the Proposed Future Organization, appears as Exhibit C and involves the steps listed below:

- * Elimination of the position of Executive Officer, upon its being vacated, with the unit heads in charge of Field Operations, Veterinary Services, Administrative Services, and Public Information reporting directly to the General Manager. The elimination of the Executive Officer position will create a need for an additional administrative staff position to head the revised Administrative Services Division. In addition to supervising the Division, this position will offset the loss of the Executive Officer in terms of the performance of a variety of administrative tasks which currently are performed by that position.
- * Elimination of the position of Special Projects Coordinator, upon its being vacated; responsibility for special projects coordination (including Training and Manual Coordination) would then be reassigned to the Administrative Services Division. At the conclusion of these steps, a reassessment should be made for the Department of the total administrative staff requirements which exist and the capability of meeting them. Following such reassessment, if the Department does not feel its administrative resources are sufficient, additional support should be requested and justified in the budget process.

Recommendation

1. a. Reorganize the Department so there will be a position exclusively responsible for field operations reporting directly to the General Manager (Note: The 1977-78 Budget includes funding for such a position.);
- b. Implement the Interim Organization described in this report until such time as the position of Executive Officer is vacated; and
- c. Ultimately implement the Proposed Future organization whereby the heads of Field Operations, Administrative Services, Veterinary Services, and Public Information would report directly to the General Manager.

FIELD OPERATIONS

The following items are grouped for discussion purposes under this general heading because each in some way relates to Department field operations.

A. District Organization

Field supervision of animal control activities at the District level is the primary responsibility of the class of Senior Animal Control Officer. Evidenced during the course of our audit was the need to increase this field supervision.

The 1976-77 Organization Chart for the Department showed all 11 Senior Animal Control Officers as assigned to the six animal shelters, with each of the five major shelters assigned two Senior Animal Control Officers and the Harbor Shelter one. At the time of our audit, only the West Los Angeles and Eleventh Avenue Shelters had two Seniors assigned. All other shelters had only one assigned. Two Seniors had been assigned to City Hall South, one to act as adjutant to the General Manager and the second to act as training officer. Another Senior had been assigned to supervise the CETA funded Special Enforcement Unit.

The Senior Animal Control Officers who supervise the animal control function should report directly to the District Supervisor II at each shelter. The Senior Animal Control Officers and the Senior License Inspectors should be in the field, supervising, training and participating in the more difficult aspects of their respective functions. These functions with their continuing public contact and potential for serious misunderstandings and possible confrontations should be the primary concern of District management.

In light of the decentralization of the animal licensing field activities, each District Supervisor I should be given responsibility for supervising the field licensing function as well as supervising office staff and kennel personnel.

Recommendation

2. a. Assign each District Supervisor II responsibility for all animal care and control and licensing activities within a district, and for directly supervising the District Supervisor I, the Senior Animal Control Officers and the animal control function.

- b. Assign each District Supervisor I direct responsibility for supervising the field licensing function, office staff and kennel personnel.
- c. Assign each Senior Animal Control Officer and Senior License Inspector to spend most of their time away from the shelter and in the field supervising, training and performing the more difficult aspects of their respective functions.

B. Animal Control Officer District Staffing

Historically, the determination of proper levels of staffing for animal control personnel has been largely subjective. In the absence of specific information which relates workload to staffing requirements, the Mayor and Council have supported a static number of personnel. For a number of years there have been 35 Animal Control Officers budgeted even though changes affecting workload have occurred. The major variable which has allowed the Department to keep pace, and even increase its level of service, has been the substantial personnel augmentation (18 ACO's) achieved through the Federal Government's CETA Program.

We have reviewed the existing assignment of Animal Control Officers in each District with a view toward recommending an efficient and economical staffing pattern. The minimum staffing for each shift in each district based on the existing number of field units is proposed as shown below, although there may be other staffing patterns which could be equally effective. It should be noted that this pattern will provide a level of service essentially similar to that which existed prior to the inception of the Federally sponsored employment programs. The determination of the most appropriate level of service is subject to similar considerations faced in the fire and police functions, and resolution is generally based on what is considered an accepted level of risk.

Ann Street, West Los Angeles and West Valley Districts

	<u>Weekdays</u>	<u>Saturday</u>	<u>Sunday/Holidays</u>
Day Shift	3	2	1
Evening (swing) Shift	1	1	1
Night (graveyard) Shift	0	0	0

Eleventh Avenue and East Valley Districts

Day Shift	4	3	1
Evening (Swing) Shift*	1	1	1
Night (graveyard) Shift	1	1	1

Harbor District

Day Shift	1	1	1
Evening (swing) Shift	0	0	0
Night (graveyard) Shift	0	0	0

(Note: Additional support is provided by an Animal Control Officer who resides at the Harbor District Shelter.)

*In addition, the one Department duty officer on the evening (swing) shift and Sunday day shift as proposed in another section of this report would be based at either the Eleventh Avenue or East Valley shelters.

The minimum staffing level will require 39 individuals including the evening and Sunday day shift Duty Officer, and provides for vacations, holidays and sick time but does not provide for special assignments such as wildlife control or "barking dog" investigations.

	<u>Minimum Personnel</u>	<u>1976-77 Budget</u>	<u>Assigned 11-24-76</u>	
			<u>Reg.</u>	<u>CETA</u>
Ann St.	6	6	6	+ 3
Eleventh Ave.	9	8	8	+ 5
Harbor	2	2	2	+ 0
West L.A.	6	6	6	+ 3
East Valley	9	7	5	+ 5
West Valley	6	6	8	+ 2
Dept. Duty Officer	1			
	<u>39</u>	<u>35</u>	<u>35</u>	<u>18</u>

The staffing level indicated would cover the districts' existing operating hours of 8:00 a.m. to 5:00 p.m. It could also cover a field enforcement shift beginning at 6:00 a.m. and ending at 3:00 p.m. and a second shift from 10:00 a.m. to 7:00 p.m. The two extremes, 6:00 a.m. and 7:00 p.m., would permit coverage not presently available, when it is generally acknowledged that owners most often let their dogs run free, before they leave for work and after they return home in the evening. Of course, the beginning and ending times would be adjusted during the course of a year according to the hours of available daylight.

Recommendation

3. Adjust the staffing level for Animal Control officers at each district in a manner similar to that described in this report.

C. City/County Cooperation

The City of Los Angeles is so configured that it is often difficult and inefficient to provide services to citizens living in some areas. The "shoestring" or Gardena-Torrance strip from 120th Street south to 250th or Lomita Boulevard is an example. This area, now served by the Harbor District's minimal staff, might be more effectively serviced by the County's animal control personnel operating from a shelter located at 216 West Victoria Street, Carson, at the junction of the Harbor and San Diego Freeways at 190th Street. In turn, the unincorporated area of West Hollywood is difficult for the County to service from the Carson facility, the closest shelter geographically. Meanwhile, the City's shelter at Eleventh Avenue and 36th Street now services the adjacent community. A mutual service exchange could enhance the response of both jurisdictions at no additional cost to either one. There may well be other areas where City/County cooperation could be beneficial to the citizens concerned.

Recommendation

4. Meet with the Director of the County's Department of Animal Control to determine which geographic areas of either jurisdiction may be better served by the other under a service exchange agreement, and prepare a report to the Mayor with findings and recommendations as appropriate.

D. Animal Control Officers assigned to supervisory duties on the Evening (Swing) Shift and Sunday Day Shift

There are two Animal Control Officers on duty at each of the shelters (except Harbor) during the evening shift seven days a week and also during the Sunday day shift. One of the two officers is responsible for supervising the Kennel Worker and the other Animal Control Officer who is in the field. The main activity is answering telephone calls, most of which are non-emergency, and dispatching calls to the field officer.

We believe there need be only one duty officer for the entire Department during these shifts. This Department duty officer could dispatch the five field officers by radio, and the other officers now on duty during the evening shift seven days a week and the Sunday day shift could be returned to the field during more productive work shifts. The net effect of this recommendation would be to return approximately six positions to field duty (256 man hours per week) if current shelter hours are maintained, and even more if the adjusted shelter hours discussed in this report are implemented.

This improved personnel utilization can be accomplished by activating each shelter's telephone answering device at all times when the shelter is closed to the public. The recording would advise callers with routine requests to call back when the office is open and also provide a City Hall switchboard number to call in the event of an emergency. The City Hall operators would then answer the referred emergency calls and put true emergencies (as defined by the Department) through to the Department duty officer who, in turn, would dispatch one of the five Animal Control Officers in the field during the evening shift and the Sunday day shift.

On the night (graveyard) shift, when activity is very low, shelter telephone answering devices now refer callers to one of the two shelters where an officer is on duty during that shift--East Valley Shelter for the entire Valley and Eleventh Avenue covering the remainder of the City. If the officer is in the field, telephone calls are now answered by a Kennel Worker. It is suggested that the telephone answering devices be set to uniformly refer emergency calls to the City Hall operators during all shifts when the shelters are closed. The City Hall operators can then contact the appropriate Department employee by telephone or radio.

The Engineer of Communications for the Department of Public Utilities and Transportation has indicated that the City Hall operators can provide the described service, and that he would be

available to meet with the Department of Animal Regulation to work out the details.

The General Manager has previously expressed objection to this recommendation on the basis that shelter security and level of public service will be problems if only one employee (Kennel Worker) is present at each shelter on the swing shift. We believe the security considerations on the swing shift will be similar to those which now exist on the graveyard shift when there is only one employee (Kennel Worker) at each shelter. Also, one Animal Control Officer would be on field duty in each district during the swing shift and these officers would be in the shelter part of the time. If the recommended revised shelter hours are implemented, office personnel would be present later in the evening (7 p.m.).

The position advocated in this discussion is acknowledged to be at variance with a recommendation contained in the 1967 Management Audit of the Department which called for increased supervision on the evening and weekend shifts. The prevailing conditions have changed in the past 10 years and the Department's priorities are no longer the same. There is an overriding need to deploy budgeted manpower in the most productive manner to meet increasing service demands (e.g., a growing animal population, new regulations to enforce).

Recommendations

5. a. Schedule one Animal Control Officer to act as duty officer/dispatcher for the entire Department during the evening (swing) shift and Sunday day shift.
- b. Utilize telephone answering equipment and City Hall operators to eliminate the need for one of the two Animal Control Officers at each shelter on these shifts.
- c. Use the man hours saved in b (above) to increase field enforcement during daylight hours.

E. Utilization of Wildlife Officers

There are two Animal Control Officers designated as Wildlife Officers. One Officer works out of the Ann Street District Shelter, while the other works out of the West Valley District Shelter.

The calls for wildlife assistance normally involve raccoons, opossums, skunks, snakes and occasionally coyotes, deer, and

feral (wild) dogs. These calls can be and often are handled by regular Animal Control Officers. The methods of trapping and handling wildlife should be included in the training received by every Animal Control Officer.

The larger animals, such as coyotes, deer, and feral dogs, because of their size cannot be trapped in the box traps usually carried on animal collection vehicles. Trapping such animals requires a degree of expertise usually gained only through a period of experience. Therefore, we see a continuing need to retain a degree of wildlife expertise within the Department, but not as a full-time assignment.

Recommendation

6. a. Assign all Animal Control Officers to perform wildlife control work in their assigned areas, unless there is a situation which requires the special expertise of one of the officers currently designated as "Wildlife Officer".
- b. Assign the two Animal Control Officers now assigned exclusively to perform wildlife control work to perform regular animal control duties, and to perform wildlife work as a secondary assignment when specific wildlife expertise is required.

F. Response to Service Requests

Because of the additional manpower provided through the Federal Government's CETA program, the Department is able to respond to its higher priority calls within an acceptable time period. However, it was unable to send field personnel to approximately 12,000 low priority service requests during fiscal year 1975-76, as follows:

<u>Shelter</u>	<u>No Field Response</u>
Ann Street	2,497
Eleventh Avenue	5,778
East Valley	3,119
West Valley	601
Harbor	0
West Los Angeles	0

The majority of the low priority requests were complaints about stray dogs. In many cases, when an officer does respond to this type of complaint the dog is no longer there and nothing can be done unless the complainant is able to provide the owner's

address. If an address is available, the officer can call on the owner-violator, issue a warning, and explain the leash law.

In those cases where an officer is not available to respond and an address is known, it is the practice at Ann Street and Eleventh Avenue Shelters to send a letter to apprise the owner-violator of the leash law requirements.

The use of form letters where an address is available is an economical means of initial response to advise of the leash law, and this should be done uniformly at all shelters.

Recommendation

7. Issue a policy directive requiring all shelters to send a form letter response on the first stray dog complaint when an address is available, and dispatch personnel in such cases only when subsequent complaints occur with respect to the same address.

G. Statistical Reports on District Operations

Statistics are not maintained in a manner that facilitates comparison of activities in each of the districts in terms of the Department's most significant work units and the time spent on them. This information is needed to make it possible for management to readily identify staffing and productivity variations in the districts. This is especially important with respect to field enforcement, licensing, and the spay and neuter clinics.

It is suggested that a manual analysis be prepared each period. In the case of field enforcement, for example, separate analyses could be done on animals picked up, stray animals caught, citations issued, and complaints investigated.

Recommendation

8. Prepare periodic analyses to compare activity in each of the districts by showing for selected work units: total number of units, total man-hours, and man-hours per unit for the current period and year-to-date; and take appropriate action where staffing or other adjustments are indicated.

H. Time Lost Due to Disabling Injuries and Sickness

The Department of Animal Regulation has experienced a high rate of employee absence due to disabling injuries and sickness, resulting in impaired productivity.

The Personnel Department reported the number of disabling injuries per million man-hours exposure (frequency rate) for the Department in 1975-76 was up significantly over the prior fiscal year.

<u>Rate</u>	<u>1974-75</u>		<u>1975-76</u>		Change in Frequency
	<u>Freq. Rate</u>	<u>Disabling Injuries</u>	<u>Freq. Rate</u>	<u>Disabling Injuries</u>	
City (Civilian)	39.5	1879	47.4	2368	+ 7.9
Animal Regulation	61.7	56	98.1	82	+36.4

Inadequacies had been identified by the Personnel Department's safety personnel and at the time of this audit they were developing guidelines to assist the General Manager in establishing a more effective program. The Department should improve its safety program and more analysis and training is indicated.

The Department also experienced a high usage of sick time during the 1975 calendar year, as shown below:

	<u>Average Sick Hours Used Per Employee in 1975</u>		
	<u>100% Time</u>	<u>75% Time</u>	<u>50% Time</u>
City	67.4	13.4	6.6
Animal Regulation	73.1	14.1	3.2

The Personnel Department reports that 24.3% of the City's employees exhausted all of their 100% sick time. In Animal Regulation, 28.1% did so.

Recommendation

9. a. Take specific action to improve the Department's safety program with the assistance of the Personnel Department.
- b. Give increased emphasis to reducing Department sick time usage, and establish procedures to verify that supervisors are counseling employees and requiring justification from doctors when frequent or long absences occur.

I. Personnel Turnover

There appears to be substantial personnel turnover in the Department's animal control function. The General Manager reported that 27 of the 35 regular Animal Control Officer positions were filled by reassignments of persons hired under the Federally-funded CETA employment program, which began over two years ago. In contrast, there is little turnover in the animal license function. The cost of high turnover is apparent in the recruiting and training costs.

A less explicit but no less real cost to the City and the Department is that incurred by having inexperienced personnel attempting to resolve citizen complaints that an Animal Control Officer normally encounters. Poor judgment through lack of experience or knowledge could involve the City in costly and unnecessary law suits and waste valuable supervisory and management time. It also undermines the Department's efforts to encourage voluntary compliance with the many animal regulations that must be enforced.

Recommendation

10. Develop and submit proposals to the Mayor to alleviate the problem of the high rate of personnel turnover in the animal control function.

ANIMAL LICENSING ACTIVITIES

A. Decentralization of Licensing

The Department has proposed decentralizing the animal licensing function by transferring coordination and supervisory responsibilities to the animal control districts. At the time of this audit, the licensing function was headed by a Chief Animal License Inspector located in City Hall South. There were four licensing teams. Each team was supervised by a Senior Animal License Inspector. These teams canvassed the entire City on a door-to-door basis. Due to personnel limitations, approximately two years were required to cover the entire City. Two of the teams were assigned to the San Fernando Valley north of Mulholland Drive. The remaining two teams canvassed the City south of Mulholland Drive. Canvassing was scheduled on the basis of the greatest monetary return for the amount of effort expended. This criteria often meant that the poorer neighborhoods were not canvassed on the same frequency as those which provide a greater economic return. It was further reported by animal control personnel that poorer neighborhoods generally have a greater incidence of animal control problems.

Transferring this function to the four animal control districts where District Supervisors II are now assigned, namely, West Valley, East Valley, Ann Street and Eleventh Avenue, should permit flexibility of assignment that does not now exist. License Inspectors must continue their canvassing efforts to insure that the public complies with the City's licensing requirements. The District Supervisor will be able to assign the canvassing effort on a priority basis to those areas where the greatest problems exist to insure that residents are made aware of their responsibilities.

The additional manpower provided each animal control district would be available in theory to assist in emergency animal control situations, such as major brush fires and other exceptional problems.

Department supervisors have stated that some Animal License Inspectors cannot or will not perform the functions of an Animal Control Officer. Reassignment need not immediately require reclassification but the ultimate goal might be to have two pay grade levels within the Animal Control Officer classification; the lower pay grade being the entry level with primary responsibilities in the licensing function.

It is strongly recommended that the door-to-door licensing effort continue on a City-wide basis. One of management's primary concerns with the proposed decentralization should be the proper balancing of the control function, which has been the traditional responsibility of the District Supervisor, so as not to have an adverse effect on the licensing efforts.

There is a need to revise the supervisory responsibility for the clerical personnel assigned to the centralized licensing system. Formerly, the Chief Animal License Inspector (no longer budgeted) was in charge of this function. Various alternatives, utilizing existing personnel authorities, have been suggested to the General Manager with a view to resolving the situation. The Manager, however, is convinced of the need for additional supervisory authority.

Recommendation

11. Continue the decentralization of the field animal licensing function as discussed in this report.

B. Uniforms for Animal License Inspectors

As previously discussed in the context of the Department's law enforcement emphasis, a distinctive uniformed presence is projected by field personnel. Animal License Inspectors have traditionally worn the regulation Los Angeles Police Department uniform. Those uniforms worn by Animal Control Officers correspond with the uniforms of Los Angeles County Deputy Sheriffs. It was reported that the wearing of the LAPD uniform creates confusion in the minds of the public. Many question why "police officers" are collecting animal licenses. Animal License Inspectors also report some latent hostility associated with the wearing of police-style uniforms. With the exception of kennel workers, it is recommended that all public contact officers in the Department be directed to wear the type uniform now worn by the Animal Control Officers. Shoulder patches can continue to be used to distinguish the animal licensing function from that of animal control. Senior Animal License Inspectors are to be considered working supervisors participating in the more difficult aspects of field licensing enforcement. Senior Animal License Inspectors should be issued uniforms similar to those of the Senior Animal Control Officers.

Recommendation

12. Adopt the Animal Control Officer uniform for all field licensing personnel including supervisors.

C. Rabies Clinics and Dog Licenses

State law and the Municipal Code require that all dogs over four months of age be innoculated against rabies and licensed. The Department of Animal Regulation together with the Southern California Veterinary Medical Association sponsors 45 city-wide rabies clinics a year. These clinics are held in August, November, February, and May. We have noted that the Department presents a low licensing profile at these clinics, and it has experienced limited success in selling licenses to those owners whose dogs have received their rabies inoculations. Dog owners are not under any form of compulsion to license their pets at these clinics. The Department reasons that taking a stronger position will discourage owners from having their dogs inoculated. During the past two years, 90 clinics were held, 41,160 inoculations were given and only 11,112 (27%) licenses

were sold. It is our assumption that dogs being given rabies shots are generally not licensed because a valid rabies inoculation is necessary prior to being licensed.

Recommendation

13. Review the method of selling licenses at the City-sponsored rabies clinics and report to the Mayor with recommendations for increasing the number of licenses sold to clinic participants.

ANIMAL SHELTERS

The following items each relate to shelter operations in some way and are grouped together here for ease of consideration.

A. Shelter Capacity

The holding capacity of each animal shelter is directly related to the length of time an animal is held. Although each shelter has a fixed number of dog runs and cages the number of animals in any one run or cage could vary from one to five or more. Ten years ago, for example, the East Valley shelter was the Department's only facility in the San Fernando Valley. That year, nearly 49,000 animals were impounded. Last year the same facility with the same capacity impounded only 29,000 animals. The burden at the East Valley Shelter was eased considerably with the opening of the West Valley Shelter which last year impounded approximately 23,000 animals. On the other hand, during the same 10 year period, the West Los Angeles Shelter experienced a decrease in impounded animals from approximately 14,000 to 10,500.

Our study indicates that the holding capacity of the six present animal shelters will adequately serve the needs of the Department now and in the foreseeable future. Departmental plans for renovation and replacement of existing animal shelters should be evaluated on the history and projections of stray animals impounded rather than on generalized trends of animal population growth.

B. Shelter Hours

The Department's animal shelters are presently open to the public from 8 a.m. to 5 p.m. Monday through Saturday and are closed on Sundays and all municipal holidays. The current weekday hours make it difficult for people who work during the day to personally visit the shelters to see if their missing pets have been impounded. Shelter personnel, in response to telephone

inquiries as to whether a particular animal has been impounded, urge callers to come to the shelter to make a personal check of the impounded animals. The Department has recognized this accessibility problem by keeping all impounded animals for at least eight days before either selling them or destroying them. The eight day holding period assures that animals remain in the shelter over one weekend, which provides owners one Saturday opportunity to check the shelters for their pets.

Keeping animal shelters open until 7:00 p.m. weekdays would give people five additional days to check the shelters for their missing pets and increase the probability that some pets now destroyed might be redeemed. It could have the potential of reducing the time a redeemed animal might have to spend in a shelter thereby reducing the possibility of an animal incurring an infectious disease.

Recommendation

14. Keep animal shelters open to the public until 7:00 p.m. weekdays to increase the potential for the redemption and sale of animals.

C. Animal Retention Period

As previously discussed, shelter capacity is directly related to the length of time animals are held. Although State and local ordinances required that animals be held only three days, the Department now offers all unreclaimed animals for sale on the eighth day following the date of impoundment. Existing practice has been established to insure that an owner with a lost pet would have at least one Saturday to visit the animal shelters to verify whether or not his animal had been impounded. The Department reports that the vast majority of owners reclaim their pets within the first three days of impoundment. Department personnel also report that only 2 to 3% of the dogs caught or picked up have any traceable identification.

During 1975-76, 66,668 live dogs were impounded in the Department's six shelters (excluding dead dogs picked up, dogs which died and dogs released in the field). Of these, 8,591 were reclaimed by their owners, while 10,770 were adopted on the eighth day. It is our conclusion, therefore, that the Department should modify its holding policy to make animals available for adoption earlier. Those animals without traceable identification should be available for adoption on the fourth day following impoundment. This change will provide four additional days during which a dog may be adopted, thereby increasing the probability of adoption. It will also tend to lessen the

probability of exposure to whatever diseases, if any, may be prevalent in a particular shelter. Finally, shelter capacity could potentially be increased.

Recommendation

15. Modify the Department's present policy to permit adoption of dogs without traceable identification on the fourth day following their original impoundment.

VOLUNTEERS

Volunteer Services to Animals (V.S.A.) is a group of volunteers concerned with the care and placement of impounded animals. This organization was an outgrowth of the problems that arose over the treatment of animals impounded in the City's animal shelters in 1971. This group solicits volunteers and has a coordinator for each of the City's animal shelters with the exception of the Harbor shelter which because of its size did not lend itself to such volunteer efforts. These volunteers provide services which the Department itself could not afford to duplicate, including answering all types of inquiries about lost animals; guiding people through the shelters looking for animals; telephoning people who have expressed an interest in a certain type of pet should such an animal be impounded; and relieving shelter personnel from much of the public contact that they would otherwise encounter, leaving them more time to attend to the needs and care of the animals.

The current program is well organized and is doing a commendable job in serving the best interests of the citizens and impounded animals. The only shortcoming we found that should be addressed is the need to establish written guidelines so that kennel personnel and volunteers will be aware of the boundaries within which each may operate without infringing on the efforts of the other.

Recommendation

16. Together with the President of the Volunteer Services to Animals, develop and disseminate written guidelines delineating the specific responsibilities of volunteers and shelter personnel to increase the effectiveness and cooperation between these two vital services.

SPAY AND NEUTER CLINIC PROGRAM

On January 7, 1970, the Department of Animal Regulation recommended that the City Council authorize the Department to operate a pilot Spay and Neuter Program for one year. The matter was studied, hearings were held, and on October 8, 1970, Ordinance No. 141,123 was adopted

authorizing the establishment of the Spay and Neuter Clinic Program. Subsequently, funding was provided and the pilot program was authorized to operate for one year, February 17, 1971, through February 6, 1972. The program started with one clinic at the Ann Street Animal Shelter and was staffed by one Veterinarian, one Kennelman and one Clerk Typist.

On December 22, 1971, the General Manager of the Department of Animal Regulation recommended to the Mayor that the pilot program be continued and expanded. The Program was extended and operated for over two years. In 1973, two additional clinics were opened at the East Valley Shelter and the Eleventh Avenue Shelter. These two clinics were in new buildings located adjacent to the existing animal shelters, and each was constructed with facilities for two surgeons to operate at the same time. The surgical staff was increased to five Veterinarians and six Veterinarian Assistants plus clerical staff.

Evaluation of the success of the Program must be based on its effect in reducing the pet over-population problem, and its effectiveness in soliciting public participation.

The effect of the Program on the pet over-population problem is difficult to determine inasmuch as other changes have taken place in the same general time frame which also have an effect on the problem. Significant changes include increased public education regarding pet-owner responsibilities, and increased public awareness brought about by the Spay and Neuter Program itself. It is reported that private veterinarians performed more than 100,000 sterilizations during 1974-75. During the same period, City veterinarians performed 13,015 sterilizations.

A. Productivity

The 13,015 surgeries performed in 1974-75 compares with a 1975-76 total of 11,982. However, during 1975-76 one veterinarian position at the East Valley clinic was vacant for seven months.

SPAY AND NEUTER OPERATIONS 1975-76

	<u>ANN STREET</u>	<u>ELEVENTH AVENUE</u>	<u>EAST VALLEY</u>	<u>TOTAL</u>
Dogs	1,650	2,210	3,739	7,599
Cats	<u>1,008</u>	<u>1,090</u>	<u>2,285</u>	<u>4,383</u>
TOTAL	2,658	3,300	6,024	11,982
Veterinarian				
Hours on Duty	2,008	3,722	2,998	8,728

Average Surgeries per Veterinarian per hour	1.3	.9	2.0	1.4
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Of the five authorized veterinarians, two have been with the program since its beginning. These are experienced, well qualified, and productive professionals. The other three veterinarians are new to the Program, having been with the Department less than one year. These individuals are conscientious and competent, but two have performed at a relatively low rate of productivity. New veterinarians are not given training in techniques which would expedite high-volume surgical work. The Chief Veterinarian should provide on-the-job training to new veterinarians with regard to specific techniques which will expedite the operations, and yet provide service within acceptable veterinary standards.

An elaborate program of training, however, would not be appropriate since the function is limited in scope and repetitive in nature and there is a high turnover of personnel. The high turnover is due to the fact that veterinarians hired by the City may work for up to one year without being licensed. At the end of one year they must have received their license or leave the City. Experience has shown that veterinarians have tended to leave the City for private practice upon receipt of the license.

Recommendations

17. Instruct the Chief Veterinarian to:

- a. Insure that the Department's standardized procedures for the operation of the spay and neuter clinics are being followed at each of the clinics.

- b. Develop procedures for new veterinarians with the City and provide on-the-job training in specific techniques which will expedite service within the standards acceptable to the Chief Veterinarian.

B. Costs and Utilization

There have been no studies of the cost/effectiveness of the Department's three individual spay and neuter clinics, although the total Spay and Neuter Program continues to operate at a loss.

The clinics at Eleventh Avenue and East Valley shelters are physically identical and each is staffed with two veterinarians. The Clinic at the Ann Street shelter, the first clinic in the City's program, is staffed with one veterinarian.

Whenever the cost of this Program comes up in budgetary discussions and the losses that it sustains are discussed, the decision is usually predicated on raising the fees for spaying and neutering to recover whatever deficits exist. Each clinic should be considered as a separate cost center. On this basis and considering only direct or out-of-pocket costs (i.e. those costs that would no longer occur should the clinic be closed), the Department could determine the number of surgeries required at the current fee schedule to recover the direct costs of each clinic. It is our initial finding that through increased efforts to maintain maximum potential efficiency, a clinic could recover its current costs at the fees now charged as indicated in the following table.

SPAY AND NEUTER CLINICS

Program Potential

	<u>Ann Street</u>	<u>Eleventh Avenue</u>	<u>East Valley</u>	<u>Total</u>
Surgeries (1)	3,000	7,500	7,500	18,000
Fees (2)	\$ 48,000	\$120,000	\$120,000	\$268,000
Cost	\$ 60,000	\$120,000	\$120,000	\$300,000 (3)

- (1) In its May 11, 1976 Cost Analysis, the Department based its costs on 252 working days. Two surgeons working together have performed 30 surgeries/day (East Valley, Eleventh Avenue); one surgeon alone has performed 12 surgeries/day (Ann Street).

- (2) Fees indicate an experience of approximately 75% spays (\$17.50@) and 25% neuters (\$11.50@).
- (3) Total costs from the May 11, 1976 Cost Analysis. Inasmuch as the Department has made no cost analyses of individual clinics we have prorated the total cost by the number of veterinarians assigned to each clinic.

The primary reasons for deficits in this program have been operating inefficiencies, vacancies and lack of animal owner response to promotional efforts at the Eleventh Avenue clinic.

Public utilization of the East Valley and Ann Street clinics has been such that they have been able to operate at an optimal level. The Eleventh Avenue clinic on the other hand, as shown on the prior productivity chart, is operating at approximately half the rate of the East Valley clinic. Public response to the Department's program in the south central area of the City has not developed as expected. The Department reports that the Eleventh Avenue clinic could perform more surgeries if the dogs or cats were available. The cost of spaying or neutering may be dissuasive in the less affluent parts of the City, such as the communities in which the Ann Street and Eleventh Avenue shelters are located. To provide some help, Volunteer Services to Animals has funded a program to reimburse individuals who adopt animals from City shelters for the cost of having that animal spayed or neutered based on the City's fee structure.

Citizen satisfaction with the service they may have received at a City clinic results in word-of-mouth advertising and good will, which is the Department's best assurance that other animal owners will be inclined to take advantage of the City's sterilization program.

Recommendation

18. Study the cost effectiveness of each spay and neuter clinic, including the utilization of the Eleventh Avenue Clinic, and present findings to the Mayor with recommendations for improvement.

C. Fees for Spaying and Neutering

If the Spay and Neuter Program is to pay its way as the General Manager originally intended, more realistic fees must be established and more citizens must take advantage of the program. The fee schedule should be revised based on the difficulty of the operations.

The present fee schedule for neutering male dogs and cats is \$11.50 and \$17.50 for spaying female dogs and cats. Veterinarians have suggested in the course of our audit that rather than the two existing fees, perhaps four or possibly five fees would better cover the range of surgical difficulty encountered in the program. Using the existing fees as a guide, the following would be an example of these difficulty levels.

1. Male cats (1/3 of cat surgeries)	\$10.00
2. Male dogs (1/4 of dog surgeries)	11.50
3. Female cats (2/3 of cat surgeries)	17.50
4. Female dogs (3/4 of dog surgeries)	20.00
5. Female dogs* (Approx. 2% of #4 above)	25.00

* Giant Breeds: Great Danes, Mastiffs, Saint Bernards, etc.

Based on current experience wherein one-third of surgeries involve cats and two-thirds involve dogs, the indicated fee schedule would result in a modest seven percent increase in revenue.

A corollary to the stated problem is the analysis of spay and neuter costs without reference to whether or not the clinics are operating at programmed capacity, with the result that fees are being set to offset a suboptimal level of operations.

A suggested alternative would be to establish an optimal level of surgical operations, determine fixed or direct costs to maintain this level, and base fees on it taking into consideration the surgical difficulties inherent in the types and size of animals involved. If it is found that the clinics are operating at a suboptimal level, they should be investigated and the cause determined before a fee increase is proposed to cover the deficit. It should be noted further that any increase in fees may have the undesirable effect of reducing clinic patronage. The recent action of the Council establishing a foundation to subsidize low income pet owners for the cost of sterilization represents a positive step in this regard.

Based on a more realistic average of 235 working days, the Spay and Neuter Program operated last year at only 72 percent of optimal capacity. For the prior year, 1974-75, operations were at 79 percent of capacity.

Recommendation

19. Base future cost analysis and fee adjustments for the Spay and Neuter Program on optimal program capacity and the

degree of difficulty inherent in the surgeries being performed.

PUBLIC HEALTH ASPECTS OF DOG CONTROL

A report prepared by the Humane Society of the United States and published by the International City Management Association in October, 1976, states that animal bites, fecal contamination, and disease transmission rank animal regulation among the top public health problems within the United States. In excess of 1.5 million dog bite incidents are reported to public health and animal control officials throughout the country each year. Dog feces and urine are potential sources of disease, and present an especially serious health hazard to young children who play in and with contaminated dirt.

The Humane Society of the United States reports that increasing numbers of communities have adopted ordinances which are intended to curtail the use of walkways and parks as convenient canine exercise areas.

The Society suggests that municipalities enact legislation to require that the owner of every animal shall be responsible for the removal of any excreta deposited on public walks, recreation areas, or private property.

The City of Los Angeles has an ordinance which permits owners to allow animals to defecate in the streets, (L.A.M.C. 53.49) but there is presently no requirement that the owners clean-up afterwards. The City ordinance makes it unlawful to permit any dog or animal to commit any nuisance upon the sidewalk or parkway of any public street or upon certain other designated public areas; however, it does not cover City parks.

We recommend that the Department of Animal Regulation give serious consideration to the need for stronger City legislation in this area. It is suggested that owners be required to clean-up after their dogs in all cases. The Department has questioned this proposal on the basis that it could not be enforced. This does not seem to be a valid argument since there are any number of existing laws which are a deterrent because they do exist, and which are essentially unenforceable. In addition, a legal requirement provides a basis for citizen's arrest, which in this instance appears to be a desirable prospect.

It is also suggested that the Department work with the Department of Recreation and Parks to determine the feasibility of prohibiting dogs from designated recreational areas where the public congregates. This has already been done in the case of City beaches, and the desirability of extending the practice to heavily used parks should be

studied. Various control efforts initiated by the Department in conjunction with the Department of Recreation and Parks and the Bureau of Street Maintenance which do not involve legislation, but which also appear constructive, are commendable.

Recommendation

20. a. Propose City legislation to require dog owners to clean-up after their pets in all cases.
- b. In cooperation with the Department of Recreation and Parks, propose specific legislation prohibiting dogs from designated recreational areas where the public congregates.

PERMIT FEES

Animal regulation permit fees are not properly related to the actual cost of servicing the respective permits. To arrive at its recommended permit fee increases, the Department now determines the total revenue from all permits and the total cost of servicing all permits and then in most cases increases each of the existing fees by the percentage required to make up the difference. This method is not satisfactory because it assumes that the existing permit fees correctly reflect the cost of servicing the permit.

Some of the existing fees appear inequitable. For example, the cost of a dog kennel permit is more than that for a cat kennel, although the amount of field time involved is comparable. A motion picture firm can obtain an annual permit for \$20 (less than the \$27.50 for a dog kennel) and film animal scenes as often as necessary with an Animal Control Officer in frequent attendance.

Reportedly, the field time required to service most of the permits (including travel time) does not exceed one hour per year on the average. Therefore, it is suggested that all such permits be grouped together in one single category and charged the same amount.

On the other hand, those permittees who typically require a considerable amount of field enforcement time such as rodeos, circuses, and motion picture companies should be treated separately and charged according to the time required. One approach would be to adopt the procedure used by the City Fire Department and bill these firms for the number of hours actually required.

Recommendation

21. Group permits according to the average amount of field time required and establish fees which recover the costs of servicing each grouping.

VEHICLES

The number of animal collection units which the Department desires to maintain is not justified on the basis of existing or proposed staffing patterns. A realistic relationship should be established. Some positive steps were taken in this direction in the 1977-78 Budget.

The number of passenger vehicles is excessive. We believe that only the General Manager and veterinarians should be authorized a passenger vehicle and that other persons now assigned such vehicles should be placed on mileage. Senior Animal Control Officers should use City vehicles with an animal holding capability rather than regular passenger vehicles.

Recommendation:

22. In cooperation with the City Administrative Officer:
 - a. Determine the number of animal collection vehicles required based on the maximum number of routes on the day shift plus a realistic reserve for vehicle maintenance.
 - b. Request mileage authority for all administrative staff employees and District Supervisors now assigned passenger vehicles (excluding the General Manager, Senior Animal Control Officers assigned as field supervisors, and veterinarians) and return assigned passenger vehicles to the Bureau of Transportation.

AFFIRMATIVE ACTION

Significant Affirmative Action accomplishments by the Department of Animal Regulation include:

1. Issuance of a written policy statement on Affirmative Action to all employees which indicates their responsibilities in supporting the Program.
2. Review of the Departmental Operating Manual of Procedures to eliminate adverse impact and non-job-related factors.

3. Sending personnel to the Certification Interviewers Training Program and the Affirmative Action Training Program.
4. Preparation of a recruitment letter to interest minority and women veterinary school graduates in seeking employment with the City.
5. Preparation of a consolidated Affirmative Action Plan.

The Equal Employment Opportunity Coordinator has commenced the preparation of a skills inventory. The Personnel Department has requested that the skills inventory be expanded to include all employees of the Department and that career counseling be provided. The Department has also been asked to identify positions for the handicapped program, and to establish an Affirmative Action Advisory Task Force.

Quantitative Goals and Accomplishments

The composition of the Department's work force as of December 31, 1976, is shown in the attachment to this report. Minorities and women are generally well represented. However, the Personnel Department has asked that more effort be given to increasing the number of women in the service/maintenance category.

Current availability and turnover data should be compiled for use when the five year goals are next revised. Turnover data was last compiled in 1975.

OTHER FINDINGS AND RECOMMENDATIONS

1. Unloading and Cleaning of Animal Collection Vehicles

Practices with respect to the unloading and cleaning of animal collection vehicles are not uniform throughout the Department. There is no written policy or guidelines with respect to the length of time animals will be kept on vehicles before being unloaded at the shelter or as to how, when, and by whom the vehicles will be cleaned.

It is suggested that criteria for the frequency of unloading be developed based on weather conditions such as temperature extremes and other factors, and that responsibility for cleaning vehicles be placed with the driver (Animal Control Officer) on a uniform basis rather than with Kennel Workers as is the case at some shelters.

Recommendation

The General Manager establish written policy or guidelines with respect to the length of time animals will be kept on vehicles and as to how, when, and by whom the vehicles will be unloaded and cleaned.

2. Holding Cages

The West Los Angeles shelter has holding cages for animals brought in by the public. This is desirable because the kennel workers are often not available to come to the office to receive animals and the holding cages provide a place for the animals to be kept temporarily.

Recommendation

The General Manager purchase portable holding cages for temporary animal storage at those shelters which do not have such facilities.

3. Locks

Some shelters do not have locks on dog runs or cat cages. Locks should be provided for cages at these shelters to prevent theft and the accidental escape of animals.

Recommendation

The General Manager arrange for the installation of locks on all dog runs and cat cages at shelters which do not have them.

4. Volunteer Telephones

Persons calling the volunteer telephones at the shelters frequently receive no answer because the volunteers are in another part of the shelter or it is a time when there is no volunteer on duty. Telephone answering equipment could solve this problem and reduce the number of calls to regular shelter telephones.

Recommendation

The General Manager request installation of telephone answering equipment on volunteer telephones to advise callers to call back again and to advise as to the hours that the volunteers will be present.

5. Signs to Direct the Public to Shelters

Some signs at important intersections near some animal shelters are not as noticeable as they could be and some intersections have no signs at all.

Recommendation

The General Manager study locations where signs directing the public to animal shelters should be installed or replaced, and request the Department of Traffic to make appropriate installations.

6. Harbor Shelter Staffing

Animals at the Harbor Shelter do not receive the same attention during the swing and graveyard shifts that animals at other shelters do, because there is no kennel worker on duty until 5:30 a.m., and emergency calls for the Harbor area are handled by Eleventh Avenue personnel during these shifts resulting in slow response time.

There is no one on duty from 5 p.m. to 5:30 a.m. Although the daytime Animal Control Officer lives in a house on the premises and receives unwanted animals at night, he is not expected to clean the kennels or respond to emergency calls in the Harbor area.

The cages become very dirty overnight, and the situation is so bad that one employee regularly assigned at Eleventh Avenue is

sent to the Harbor Shelter each morning to assist the one daytime kennel worker in cleaning before the public enters the area. There are between 50 and 70 animals in the Harbor Shelter at any time, and those animals should receive the same degree of attention as is provided at the other shelters, where the kennels are cleaned during all shifts.

If additional position authorities become available to the Department through Federal funding, this would be a desirable place for an Animal Control Officer who could both clean the kennels and handle emergency calls during the swing shift.

Recommendation

The General Manager consider assigning an Animal Control Officer to the Harbor Shelter during the swing shift for the purpose of responding to emergency calls and keeping the kennels clean.

7. Harbor Shelter Sick Room

The Chief Veterinarian has expressed concern that there is inadequate capacity in the room for sick and injured animals at the Harbor Shelter.

An Alterations and Improvement Request has been submitted to convert an existing garage which would provide adequate space for sick and injured animals.

Recommendation

The General Manager pursue this Alterations and Improvement Request as a part of the budget process.

8. Refuse Collection

During the course of our audit, the problem of refuse collection at several animal shelters was brought to our attention due particularly to the nature of the refuse which includes animal feces, the amount of refuse generated and the collection frequency. This refuse, if left on the ground for any length of time for lack of adequate containers as was noted, can and does become fly-infested and malodorous.

Recommendation

The General Manager work with the Director of the Bureau of Sanitation to improve the refuse disposal problems at the City's animal shelters.

9. Measures of Effectiveness

A review of the Department's Measures of Effectiveness (MOE's) indicates that in general they are logically constructed. However, the Office believes the Department should consider the following questions:

- * Are the levels of performance meaningful in those cases where the Department has estimated the total number of canine and other animals in the City? The Bureau of the Census has been requested to include a question in the 1980 census to determine the number of dogs in each household. This data should help considerably.
- * Should there be a continuing validation of the desired levels of performance based on actual performances?
- * Should there be a measure to determine the effectiveness of field license inspectors, such as the number of dogs licensed directly as a result of field work as a percentage of the total number of dogs licensed? (License applications left with citizens or placed at the door should be credited to the field licensing effort when received at the office.)
- * Should there be an MOE to measure the number of dogs and cats altered each year as a percentage of the maximum number of dogs and cats which can be altered by the spay and neuter clinics based on current staffing?
- * Should there be separate MOE's for Emergency Priority, High Priority, and Low Priority field calls to reflect the percentage of calls responded to in each category? (Presently, all field calls are merged together in one MOE.)

Recommendation

The General Manager review the Department's measures of effectiveness, giving careful consideration to the above questions.

10. Animal Regulation Ordinances

Our review of those sections of the Municipal Code pertaining to Animal Regulation indicates that certain sections contain obsolete provisions which should be changed.

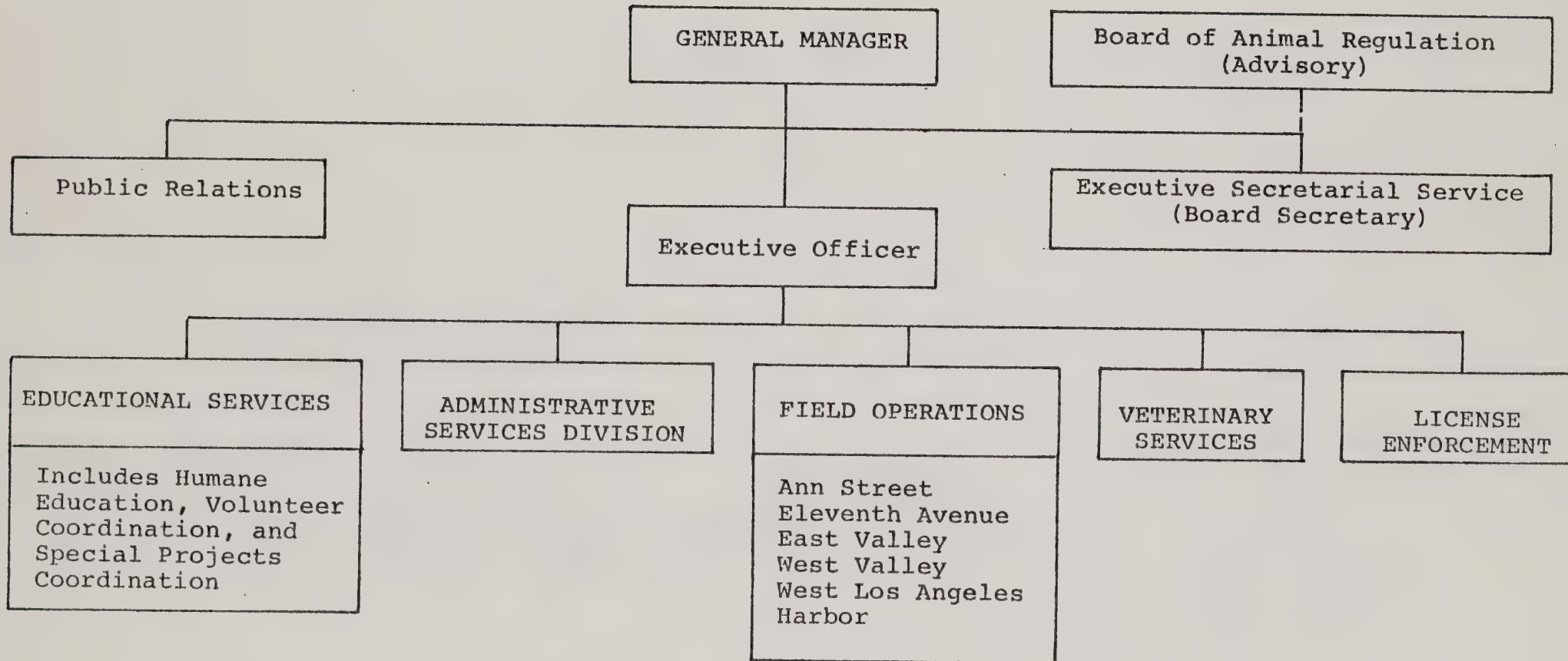
Recommendation

The General Manager review those sections of the Los Angeles Municipal Code pertaining to the Animal Regulation Department and request changes where appropriate. It is also recommended that

the Department review the "Suggested Ordinance for the Humane Control and Regulation of Animals" prepared by the Humane Society of the United States which appears in Management Information Service Report, Vol. 8 No. 10, October, 1976.

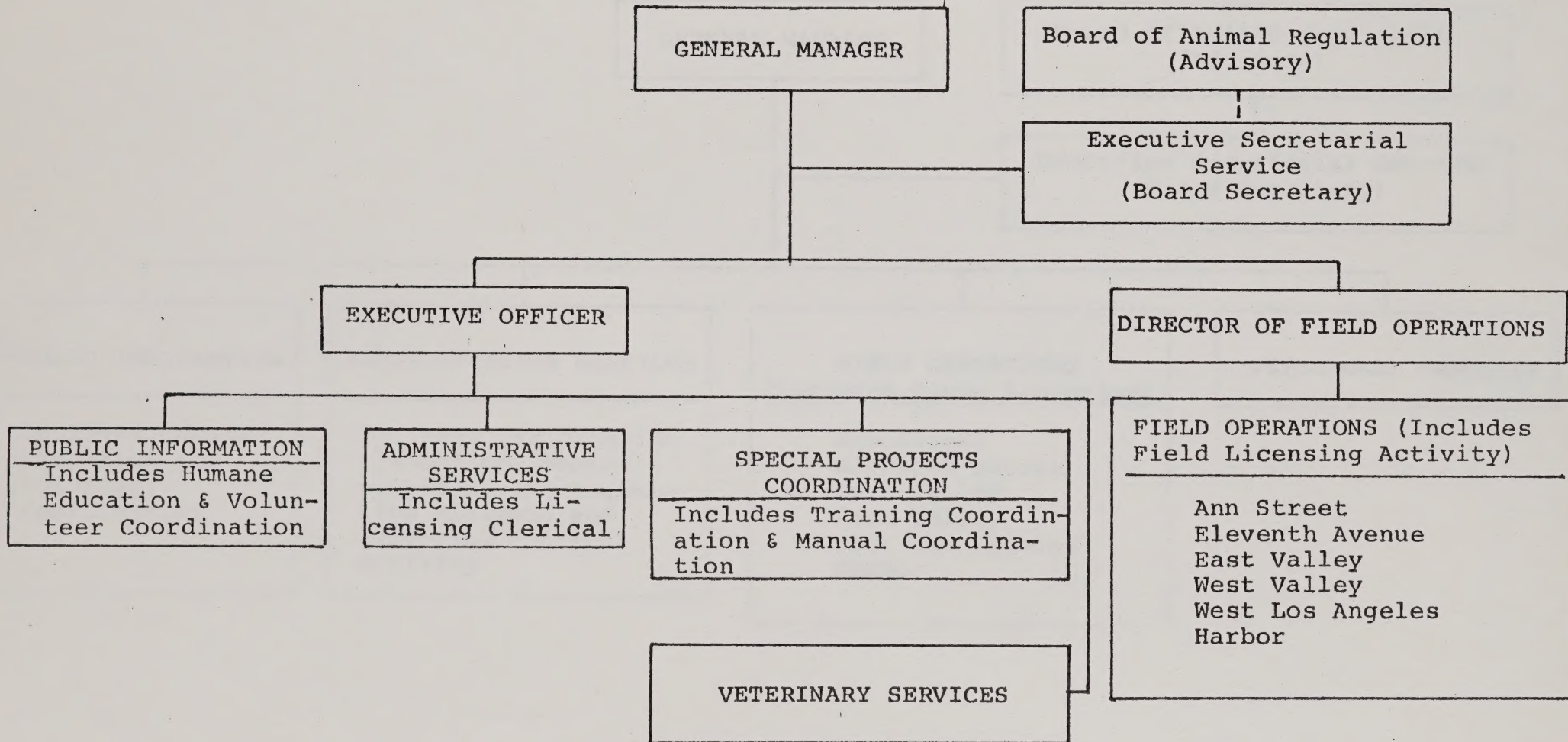
ANIMAL REGULATION DEPARTMENT

CURRENT ORGANIZATION



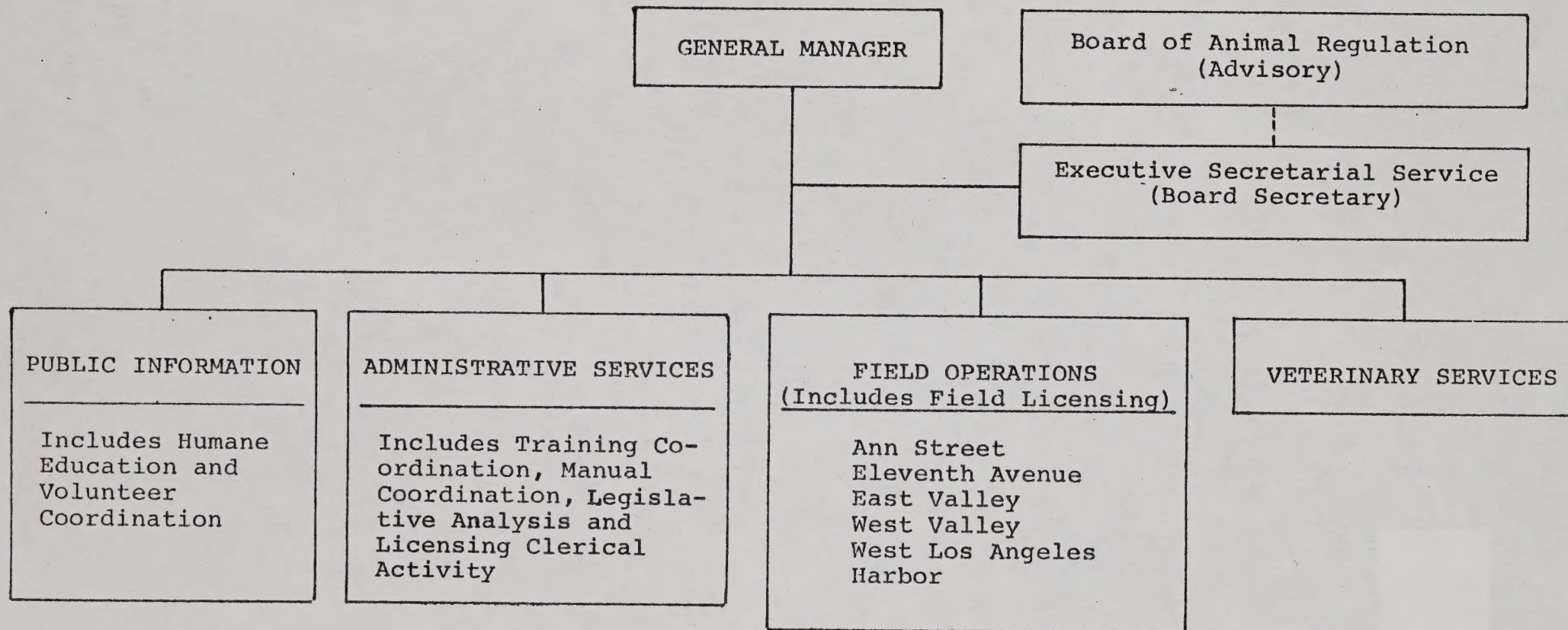
ANIMAL REGULATION DEPARTMENT

PROPOSED INTERIM ORGANIZATION



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PROPOSED FUTURE ORGANIZATION



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